1.0 INTRODUCTION

1.1 Forward

This Final Design Concept Report (DCR) presents the results of an investigation of alternatives for improving State Route (SR) 86 between Sandario Road and Kinney Road, Project No. 086 PM 156 H6806 01L, Federal No. STP-086-A(APA).

The project is listed in the 2010- 2014 Arizona Department of Transportation (ADOT) Five-Year Transportation Facilities Construction Program, March 2010 Board Actions, as follows:

• Item #11508; A programmed cost of \$22,000,000 using STP Funds and \$1,540,000 using PAG 2.6% funds for Construct roadway widening to 4 lanes in FY 2011.

The Arizona State Transportation Improvement Program (STIP) for FY 2010-2013; TIP Amendment #5 – Approved 01/28/2010, shows the following:

- \$475,000 using PAG 2.6% funds and \$5,700,000 using ASTP funds for design and construction in FY 2010.
- \$22,000,000 in FY 2011 and \$7,000,000 in FY 2012 for construction using ASTP funds.

Currently a portion of the project is programmed as "Valencia Road – Kinney Road, Construct roadway widening to 4 lanes." The programmed project limits are from Milepost (MP) 159.5 to MP 166.1. Subsequently at the initial stages of the development of this DCR, the team agreed to extend the westerly project limits by 2.62 miles and the easterly limits by 0.48 miles. The new limits begin at MP 156.88 and end at MP 166.58. The project has been renamed from SR 86, Valencia Road – Kinney Road to SR 86, Sandario Road – Kinney Road.

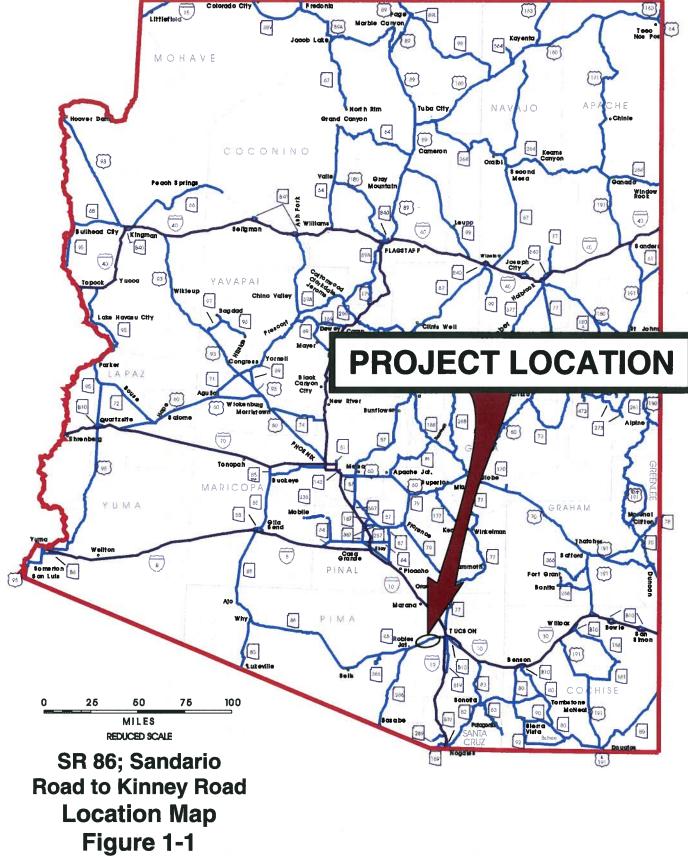
The purpose of this DCR is to develop and evaluate alternatives for improvement of SR 86 between Sandario Road and Kinney Road to enhance safety and traffic operational characteristics of the roadway and to meet current and future traffic needs. This Final DCR is intended to provide a long-range plan that will guide future decisions and design for improvements to this section of SR 86.

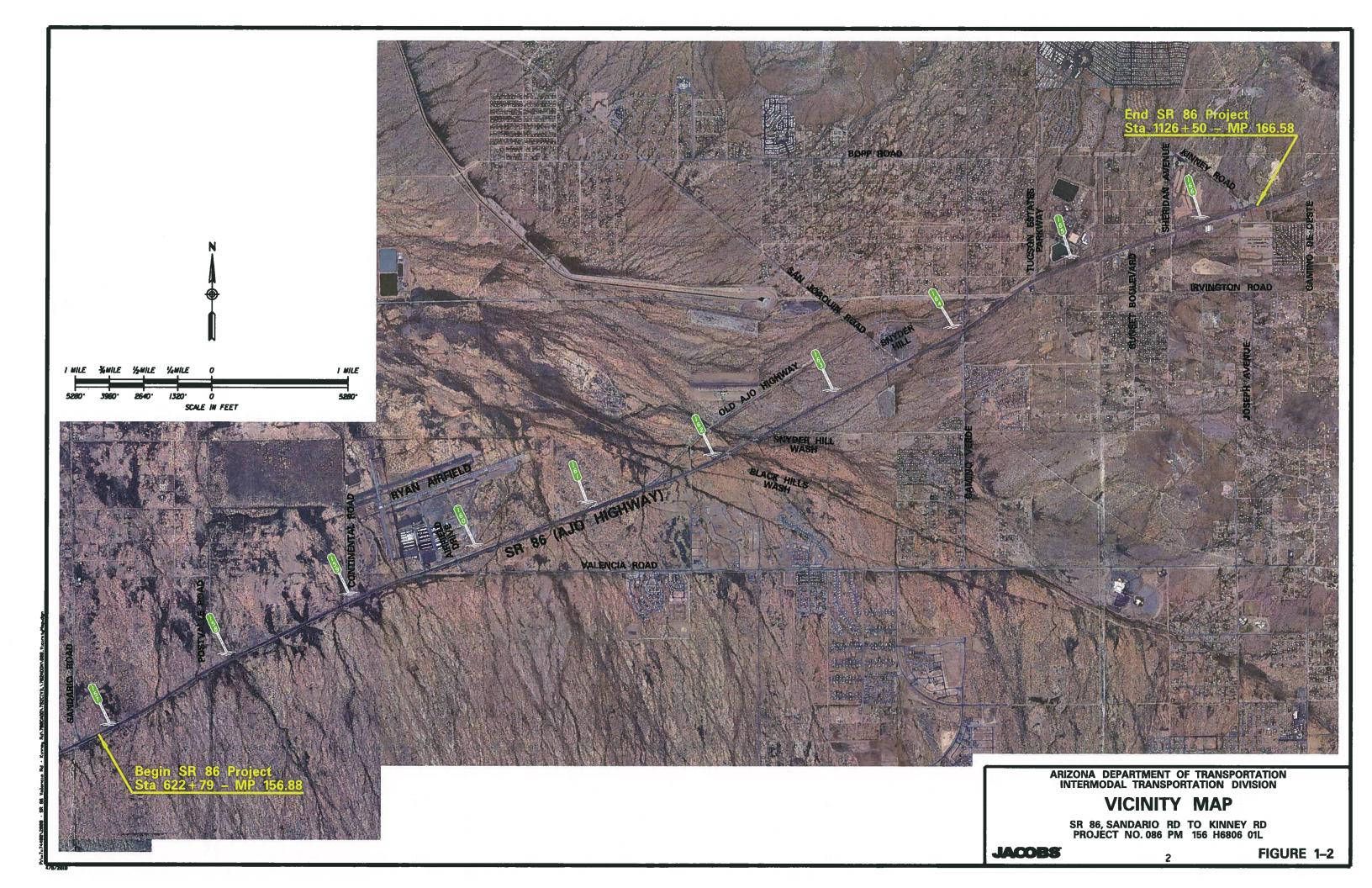
Existing SR 86 between the easterly end of this project, just east of Kinney Road, and I-19 is currently a four lane roadway. With the rapidly growing population and increasing volumes of traffic to the west of Kinney Road, the existing four lane roadway from Kinney Road to I-19 and the existing two lane roadway to the west will become increasingly congested in the near future. Capacity and safety

improvements for this segment of SR 86 will be needed to accommodate the increased traffic in coming years.

A number of governmental agencies have been involved in the study including the Federal Highway Administration (FHWA), Pima County Department of Transportation, Pima County Flood Control District, Pima County Department of Environmental Quality (DEQ), the City of Tucson, Arizona Department of Public Safety (DPS), Tucson Water Department, Drexel Heights Fire District, Arizona State Land Department, Arizona Department Environmental Quality, U.S. Bureau of Land Management (BLM), U.S. Fish and Wildlife Service, U.S. Army Corps of Engineers, Tucson Airport Authority, Central Arizona Project (CAP) several Divisions within ADOT, and various public utilities.

Figure 1-1 shows the location of the study. Figure 1-2 defines the limits of the study route, beginning at MP 156.88, just east of the intersection of SR 86 and Sandario Road, and continuing easterly to MP 166.58 east of the intersection of SR 86 and Kinney Road. The study route is located within Pima County and lies within the ADOT Tucson District.

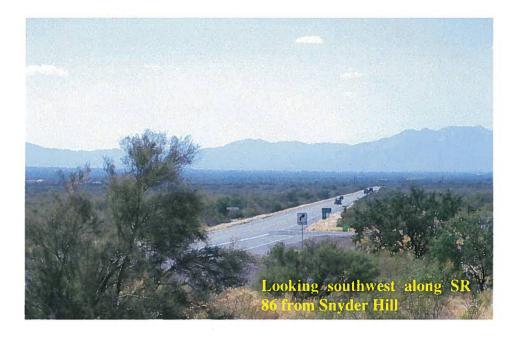




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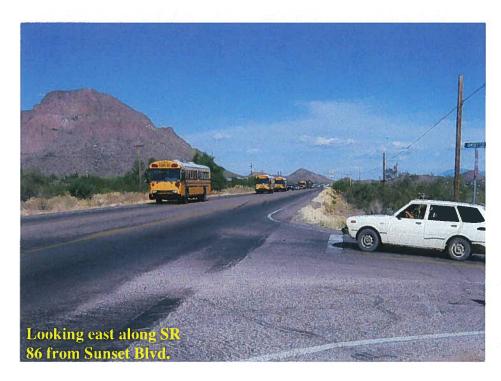
1.2 Purpose and Need

SR 86 serves as a regional transportation route connecting the Tucson metropolitan area to the communities of Sells and Ajo and serves the sparsely populated areas in south-central Arizona. In recent years the Tucson urban area has started expanding to the west and SR 86 is a primary link between the expanding urbanized area and downtown Tucson. SR 86 has a functional classification of Rural Minor Arterial from its beginning at the junction of SR 85 in Why, Arizona, easterly to the Tucson urban boundary at San Joaquin Road (MP 163.4).



The functional classification is Urban Minor Arterial from San Joaquin Road easterly to Mission Road (MP 170.1). SR 86 is experiencing a steadily increasing volume of commuter traffic between the developing residential areas to the west and the employment destinations in Tucson. Large developments that are in the planning stage to the west of San Joaquin Road will accelerate the growth of traffic as they are completed and contribute commuting traffic to SR 86.

Traffic volumes along the route are increasing as the population of the area continues to increase. Areas both north and south of SR 86 are experiencing extensive residential development, and commercial development is beginning to occur along SR 86 west of Kinney Road. Large residential/commercial developments are in the planning stages on the south side of SR 86 as far west as Postvale Road (MP 157.67). Much of the traffic generated by the residential development uses SR 86 as the primary route to the Tucson employment centers.

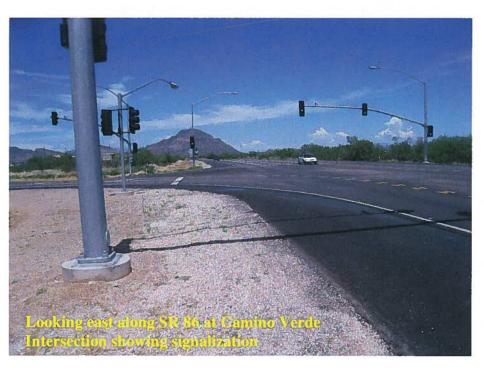


A Wal-Mart super-store is planned for development at the northwest corner of the intersection of SR 86 and Kinney Road, which will impact traffic on SR 86 and on Kinney Road at the intersection of SR 86.

A traffic analysis showed that without improvements, the mainline level of service (LOS) of SR 86 in 2007 at peak hour was D-E east of San Joaquin Road and C-D west of San Joaquin Road. In 2030 the peak hour LOS will decline to F east of San Joaquin Road and E-F west of San Joaquin Road. See **Section 2, Traffic and Crash Data.**

The traffic analysis also showed that without improvements, unsignalized intersections at Sunset Boulevard, Tucson Estates Parkway, east end of Old Ajo way, and San Joaquin Road failed to meet the required LOS in 2007. In 2030 all of the intersections within the project limits will fail to meet the required LOS. See Section 2, Traffic and Crash Data.

The frequency of crashes is increasing, particularly at intersections. The crash history at the intersection of SR 86 and Camino Verde has warranted the installation of a traffic signal using federal HES funding. The signal was installed and became operational in July 2008. The signal was constructed to fit the existing 2-lane roadway on SR 86, which will alleviate the crash problems for several years. However, as the traffic volumes grow and the mainline LOS drops, the Camino



Verde intersection will exceed its design capacity with SR 86 as a two lane roadway.

Improvement of SR 86 to increase capacity of the mainline and intersections is necessary to provide a safe, efficient highway for both the near future and through design year 2030. SR 86 will continue to function as a rural highway for the next several years between the beginning of the study just east of Sandario Road and San Joaquin Road. From San Joaquin Road easterly through the remainder of the Project SR 86 is currently functioning as an Urban Highway.

Residential and commercial developments are in the planning stages on the south side of SR 86 between Postvale Road and San Joaquin Road that will require access to SR 86. It is likely that Continental Road and Postvale Road will be extended to the south of SR 86 by developers. Development along SR 86 that is in the planning stages indicates that prior to design year 2030 SR 86 will be functioning as a Fringe Urban highway between Postvale Road and San Joaquin Road. Therefore, the study of improvements to SR 86 will consider the study area between Postvale Road and San Joaquin Road as Fringe Urban and the study area from San Joaquin Road easterly as Urban for purposes of analyzing needs and improvement alternatives for design year 2030. The capacity analyses for design year 2030 shown in Section 2, Traffic and Crash Data, of this report identify roadway and intersection improvements necessary to provide LOS C-D in design year 2030 as required in the ADOT RDG for Urban/Fringe Urban highways.

1.3 Description of the Project

1.3.1 Project Limits

The study route under consideration extends easterly from MP 156.88 (0.15 miles east of the Sandario Road intersection) to MP 166.58, (0.31-miles east of the Kinney Road intersection) a net total of 9.70 miles. Improvements being considered on SR 86 are within the existing SR 86 corridor. **Table 1-1** shows the location of the study area.

TABLE 1-1 LOCATION OF STUDY AREAS

Township	Range	Sections
15 South	11 East	12 – 15, 21, 22
15 South	12 East	3 - 5, 7 - 9
14 South	12 East	34, 35, 36

The existing Right of Way width along SR 86 through the study area is presented in **Table 1-2**.

TABLE 1-2 EXISTING RIGHT OF WAY WIDTH

MP		R/W North of Existing C/L (ft)	R/W South of Existing C/L (ft)	Total R/W(ft)	
156.88 159.47	to	90	160	250	
159.47 159.76	to	Varies	Varies	Varies	
159.76 160.15	to	110	90	200	
160.15		Widens to 160	90	250	
160.15 160.28	to	160	90	250	
160.28 160.55	to	Align. Varies	Align. Varies	250	
160.55 160.66	to	100	150	250	
160.66		100	Narrows to 100	200	
160.66 165.88	to	100	100	200	
165.88 166.07	to	Align. Varies	Align. Varies	200	
166.07 166.58	to	64	136	200	

1.3.2 History of the Project Route

SR 86 is the primary transportation route through much of south-central Arizona, connecting the City of Tucson with a large, sparsely populated area. The highway passes through the Tohono O'Odham Indian Reservation and the towns/communities of Three Points, Sells, Quijota and Covered Wells before tying into SR 85, which is a north-

south highway between Interstate 8 and the Mexican Border at Lukeville. During the 1890's a stage coach ran between Tucson and mines in the vicinity of Covered Wells and Why.

SR 86 was constructed in 1935 as an 18-foot wide bituminous roadway. The roadway was widened to 40-feet in the early 1990s from MP 155.09 to MP 160.55, just east of the intersection with Valencia Road. The roadway alignment was shifted 60-feet to the north from MP 155.09 to MP 159.20. The alignment was then shifted 60-feet to the south along Ryan Airfield from MP 159.20 to MP 160.14.

The roadway between Valencia Road and Kinney Road was widened to 40-feet in the late 1960s and early 1970s. The alignment was revised between approximate MP 161.3 and MP 164.4 as part of the widening to 40-feet. SR 86 was constructed on new alignment to the south of the previous roadway. Portions of the old alignment were turned back to the County and were named the Old Ajo Highway.

Since the widening to 40-feet, sections of 2-way-left-turn lanes (2WLTL), left-turn lanes and right-turn lanes have been added. In most areas the shoulder widths have been reduced to accommodate the turn lanes.

In 1980 a parallel two lane roadway was constructed on SR 86 from just west of Kinney Road easterly approximately 4-miles which improved SR 86 to a 4-lane divided roadway into Tucson.

Table 1-3 lists the various previous construction projects for SR 86 within the project limits and includes construction dates and types of construction.

TABLE 1-3 PREVIOUS ROADWAY PROJECTS

Project No.	Begin MP	End MP	As-Built Date	Description
NRS 110-A	164.75	170.37	1935	New 18-ft. bituminous road, w/2-4'gravel shoulders
NRS 110-B	156.04	164.75	1936	New 18-ft. bituminous road, w/2-4'gravel shoulders
NS 110(52)B	150.6	165.6	1951	Seal Coat
NS 222 (60)B	156.7	170.3	1960	Seal Coat
Non S-222(61)B	160.02	163.42	1961	Fencing
S 222-903	156.8	167.1	1966	Seal Coat
S-222-506	166.05	167.15	1968	New 40' AC Road
EMP-S-222(26)	160.64	166.05	1971	New 40' AC Road
F-056-1(1)	165.88	169.94	1980	New 38' AC road; ½" ACFC overlay on exist. 40'road
F-056-1-503	155.09	160.55	1992	New 40' AC Road

Project No.	Begin MP	End MP	As-Built Date	Description
F-056-1-510	165.20	167.30 WB 169.60 EB	1996	Mill and Replace AC, Construct AR-ACFC, Revise Kinney Rd. Intersection
F-056-1-514	122	162	2000	Scour Protection
F-056-1-519	150.46	165.84	2000	AR-AC Overlay
HES-900-A- (039)A	160.53	169.50	2003	Blunt End Guard Rail Replacement
STP 086-A(010)A	164.0	164.0	2008	Signal and Turning Lanes @ Camino Verde Rd.

1.3.3 Purpose and Scope of the Project

The purpose of this study is to identify, evaluate and select improvements to SR 86 that will provide a safe, efficient highway for the duration of the design period. An implementation plan will be developed to implement the selected improvements. The following elements will be studied in developing the preferred improvements:

- An evaluation of the existing design features.
- An analysis of traffic volumes and crashes.
- Operational characteristics.
- Alternatives for improving the roadway to meet design year recommendations for safety and capacity will be developed and evaluated.

1.3.4 Joint Project Agreements

The Arizona Department of Transportation and Pima County will develop a Joint Project Agreement (JPA) for improvements to Kinney Road and other local roads intersecting SR 86 where adjustments to the local roads extend outside the ADOT Right-of-Way (R/W). The JPA will address the funding responsibilities of each agency. Construction of intersections with local roads as agreed are necessary to provide functional intersections with SR 86 will be included in the construction of SR 86 improvements.

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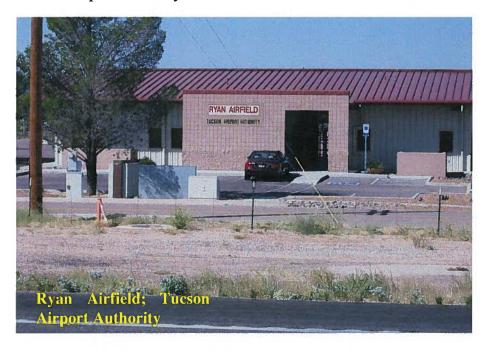
1.4 Project Objectives

The study team, in cooperation with the participating government agencies, established a number of project objectives at the outset of the study, together with a list of factors to be used in evaluating each of the design concept alternatives. The process involved input from the general public as well as from representatives of the various government agencies as described in the following sections.

1.4.1 The Scoping Process

The DCR for SR 86 was initiated with scoping meetings conducted with government agencies and the public.

An Agency Scoping Meeting was held on November 7, 2005, from 10:00 a.m. to 12:00 p.m. in the conference room at the ADOT Tucson District Office located at 1221 South 2nd Avenue in Tucson, Arizona. The meeting was attended by representatives of ADOT, Pima County Flood Control District, Pima County Department of Transportation, FHWA, Tucson Water Department, US Fish and Wildlife Service, US Army Corps of Engineers, Arizona Department of Public Safety, and Tucson Airport Authority.



A Public Scoping Meeting was held on November 14, 2005, from 6:00 to 8:00 p.m. at the Ryan Airfield conference room, 9698 West Ajo Highway, Tucson, Arizona. Thirty-five people attended the meeting. Twenty-seven people submitted comments either by returning the comment form provided, sending an e-mail, or by telephone.

Those in attendance indicated that SR 86 needs to be improved throughout the study corridor. Issues, concerns, and opportunities discussed at the scoping meetings generally focused upon roadway safety, access control, drainage issues, adjacent development and economic impacts to the area.

In addition, a coordination meeting was held on December 5, 2005 with ADOT District staff and representatives of Pima County and Developers of property at the junction of SR 86 and Kinney Road. Since that time, and continuing to the present time, coordination meetings have been held with ADOT District staff, ADOT Drainage Section staff, Pima County Public Works representatives, Developers' representatives and the Tucson Airport Authority.

The purpose of these meetings has been to obtain information from area residents, business people, and public agency representatives regarding the existing roadway and surrounding area in order to determine issues that needed to be addressed in preparing the DCR and environmental documentation for the project. The meetings provided an opportunity for those in attendance to describe issues and express concerns about the existing roadway characteristics as well as to suggest various improvements that could be considered during the study.

The westerly terminal of the proposed improvement of SR 86 was intended to provide improvement to SR 86 through the area that is either being developed or that appeared likely to develop within the 20-year design period of the improvements.



As a result of the on-going coordination meetings with Pima County and Developers along the SR 86 corridor, the limits of the study area were extended approximately 2.1 miles to the west to include areas

where residential and commercial developments are in the planning stages on the south side of SR 86. The westerly terminus of the project is now located just east of Sandario Road.

1.4.2 Issues, Concerns, and Opportunities

During the agency and public scoping meetings, the following issues, concerns, and opportunities (ICO'S) were identified.

- 1. Roadway Safety and Operational ICO's: The safe flow of traffic was a major concern for both the public agencies and the general public. A strong desire was expressed for roadway improvements, especially signalization at intersections. Participants recommended consideration of the following safety and operational issues.
 - Consider installing traffic signals, lighting and turn lanes, including right-turn lanes, at the following SR 86 intersections:
 - Aviator Lane (Main entrance to Ryan Airfield)
 - Valencia Road
 - San Joaquin Road
 - Camino Verde (Signal was installed July 2008).
 - Tucson Estates Parkway
 - Sunset Blvd.
 - Side roads such as Postvale Road, Valencia Road, Camino Verde, Tucson Estates Parkway and Sunset Blvd. may need realignment to reduce the skew angle at the intersection of the crossroads with SR 86.
 - Improve the SR 86/Kinney Road intersection.
 - A four-lane divided highway is preferred, with wide enough median to add future lanes. A five-lane section should not be considered.
 - Consider turn lanes at the Ryan Airfield entrance.
 - Consider turn lanes at Continental Road. There are problems with large trucks making left turns.
 - Consider closing or realigning the intersections of Old Ajo Highway with SR 86.
 - Consider realigning the connection of Valencia Road with SR 86 to provide a larger radius on Valencia Road.
 - Consider realigning SR 86 to the south between Continental Road and Valencia Road. Pilots feel SR 86 interferes with flight patterns at the airport.
 - Drainage dikes on the south side of SR 86 may need to be repaired or reconstructed as part of the highway improvement.
 Some of the existing dikes are located outside of ADOT R/W or Drainage Easements. Drainage Easements should be acquired where needed for existing dikes.

- Pima County is proposing regional drainage basins in the area that may affect the hydrology of the project area.
- It appears that storm runoff has increased in recent years, resulting in concerns with the adequacy of drainage culverts.
- The vertical and horizontal alignment of SR 86 restricts sight distance on SR 86 between San Joaquin Road and Camino Verde.
- Consider reducing the speed limit.

2. Environmental/Social/Economic ICO's:

- Connectivity of habitat areas divided by SR 86 is a concern. Consider wildlife corridors under the roadway.
- Impact to Cactus Ferriginous Pygmy Owl (CFPO) habitat should be evaluated.
- Pima pineapple cactus may be present in the area.
- Measures should be identified to control non-native grasses along the highway.
- Burrowing owls may be present in the area.
- Culverts and bridges should be surveyed for bats and swallows.
- A Section 404 permit will be required.
- The Pima County Department of Environmental Quality has provided a letter outlining the air quality and water quality permits that would apply to the project.
- Landscaping in the median would be beneficial.
- Impacts during construction, such as noise, dust and detours are a concern.
- The project should be compatible with the Ryan Airfield.
- The main entrance to Ryan Airfield may be moved. Coordinate with the Tucson Airport Authority.
- School buses use SR 86. There are concerns about rear-end collisions.
- Pima County is considering designating Kinney Road as a Scenic Highway.
- **3.** Development and Access ICO'S: Access management should be implemented along SR 86.
 - Management of access by restricting the number of access points and by locating and designing permitted access points to minimize conflicts with through traffic is necessary to maintain a high level of service on the highway while accommodating increasing numbers of vehicles to and from adjacent developments. Access to adjacent properties is important and needs to be maintained.
 - Over time, increasing numbers of crossroads and turnouts intersecting the highway and the increasing volume of vehicles entering and leaving the highway will cause conflicts with

- through traffic that result in loss of capacity and diminished safety. As the travel congestion increases, the level of service provided by the state highway will decrease.
- A large commercial development, including a Wal-Mart Super Center is being planned for the northwest corner of SR 86 and Kinney Road.
- The Circle K located on the south side of SR 86 near Kinney Road wants to retain direct access to SR 86.
- The self-storage development located on the south side of SR 86 west of Kinney Road now has full access to SR 86. They are concerned that a divided highway may restrict left-turn movements to and from their development. They consider full access to be critical for their operation.
- Increased development and activity at Ryan Airfield is anticipated.
- Several housing developments are under development or in the planning stages along Sheridan Road, Kinney Road, Sunset Boulevard, San Joaquin Road, Camino Verde and Valencia Road. SR 86 is a main access to these residential developments.
- Residential/commercial developments are in the planning stages along the south side of SR 86 from Postvale Road to San Joaquin Road. SR 86 will provide access to these developments.

1.4.3 Environmental Assessment Public Hearing

An Environmental Assessment (EA) Public Hearing was conducted on February 2, 2010 in the Conference Room at the Ryan Airfield at 9698 West Ajo Highway, Tucson, Arizona to present the alternative options including the Preferred Option and the No Action Option. Meeting advertisements were published in the Arizona Daily Star on January 18, 2010 and January 25, 2010 and a Spanish version of the notice was published in the La Estrella de Tucson on January 22, 2010 and January 29, 2010. In addition, meeting notification letters were mailed to property owners of record for adjacent parcels, and to project stakeholders. A total of 32 people were recorded in attendance at the public hearing, including 19 members of the public and 13 agency representatives. Informational Handouts, Comment Sheets and Speaker Registration Cards were provided to all participants.

The SR 86 Hearing began in an open house format during which attendees viewed project aerials, board graphics and spoke with study team members. The open house segment of the hearing was followed by a formal presentation. Following the presentation, members of the public were invited to provide verbal comments. Following the presentation and comment session, participants were encouraged to

speak one-on-one with the court reporter as well as participate in the open house which followed.

Comments and questions submitted by the public regarding the project were collected and summarized along with ADOT responses in an appendix of the Final EA errata. A complete transcript of the presentation and verbal comments made during the hearing are also included in an appendix of the Final EA.

There were three verbal comments submitted during the hearing proceedings: one with respect to a local business impact; a question regarding impacts to Pineapple Cactus in the area and flooding issues; and a question regarding the western project limits. Additionally, two letters were submitted, and two comment sheets collected. Issues regarding impacts to businesses were conveyed to the team and addressed in the Final EA.

1.5 Characteristics of the Corridor

SR 86 is basically a 2-lane, 40-foot wide highway from the beginning of the project easterly to approximate MP 165.9, just west of the Kinney Road intersection; however, two-way-left-turn lanes have been added in two sections of the roadway, and left-turn and right-turn lanes have been added at several intersections. Just west of the Kinney Road intersection the roadway transitions to a 4-lane divided roadway. The 4-lane divided highway continues to the east of the project into the City of Tucson. The highway traverses level terrain through the study area with a maximum vertical grade of 2.16-percent. The maximum degree of horizontal curve is 1°-15'.

The land adjacent to SR 86 has numerous small, braided washes, and much of the area is within the FEMA 100-year flood plain. Through the westerly section of the study area a series of dikes has been constructed on the south side of SR 86 that channel drainage to structures under the highway. From San Joaquin Road to the east there are drainage channels that approximately parallel SR 86 on both the north and south sides of the highway.

SR 86 serves regional traffic between the sparsely populated areas to the west and the City of Tucson, and increasing numbers of commuters from residential developments on both the north and south sides of SR 86 east of San Joaquin Road. Commercial development currently consists of several relatively small businesses along the highway. Ryan Airfield is located on the north side of SR 86 at approximate MP 159.6 and is home for a number of small businesses.



There are fourteen public road intersections within the study limits. The existing roadway has been re-striped to provide right-turn lanes at several locations. The Tucson Water Treatment Plant has a right-turn lane at MP 165.04 to accommodate truck traffic into the facility. The West Ajo Baptist Church, which has a private school located on its property, generates traffic that uses a turnout located at MP 165.33. The intersection of SR 86 and Kinney Road is fully channelized and signalized.

The watershed contributing to the area immediately adjacent to SR 86 through the project area is subject to wide spread shallow sheet flow flooding (1-3 feet). A large section of SR 86 is inundated during the 100-year storm event. There are 54 existing drainage culverts and two existing bridges along SR 86 within the study limits. The breakdown of drainage culverts is as follows:

- 22 reinforced concrete box culverts (RCBC).
- 32 corrugated metal pipe (CMP) culverts.

Both bridges, eleven of the RCBC, and seven of the CMP culverts do not have adequate hydraulic capacity for the design storm.

The two bridge structures have bridge load ratings less than the AASHTO minimum of HS 20; however both bridges are currently carrying legal loads without showing any significant distress.

The SR 86 corridor, through the limits of this proposed project, is also a major utility corridor. Utilities located within, adjacent to, or across the SR 86 R/W include the following:

• Pima County Regional Wastewater Reclamation Department.

- Central Arizona Project.
- TRICO Electric Cooperative.
- Southwest Gas Corporation.
- City of Tucson, Tucson Water Department
- El Paso Natural Gas.
- Tucson Electric Power Company.
- Comcast Cable.
- Qwest.

Utility lines within the SR 86 corridor are shown in Appendix E, Existing Utility Plans.

SR 86 currently functions as a rural highway from the beginning of the project at MP 156.88 to San Joaquin Road at MP 163.4. It is anticipated, based on traffic projections and planned development, that this rural section of SR 86 will function as a Fringe Urban highway prior to design year 2030. From San Joaquin Road easterly through the end of the project at MP 166.58 SR 86 currently functions as an urban highway. The posted speed limit is 65 mph from the beginning of the project to MP 163.8 and 55 mph from MP 163.8 easterly through the end of the project.

A major retail development that will include a Wal-Mart Super Center is in the planning stages for the area on the northwest quadrant of SR 86 and Kinney Road. Additional residential/commercial developments are in the planning stages from Postvale Road on the west to San Joaquin Road.

Elevations along the route vary from approximately 2,424 feet above mean sea level near the beginning of the project to 2,595 feet at the east end of the project.

Most of the land adjacent to SR 86 from the beginning of the project to approximate MP 165 is in public ownership. Public agencies having jurisdiction over land include City of Tucson, Arizona Board of Regents, State of Arizona, Pima County and United States of America. The majority of the land adjacent to SR 86 east of MP 165 is in private ownership.

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